# THE MINISTER'S TASK FORCE ON LITTER ABATEMENT

# REPORT

**THE HONOURABLE DONALD P. McINNES**
Minister of the Environment

October 1988

Nova Scotia

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October 28, 1988

The Honourable Donald P. McInnes
Minister
Department of the Environment
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**Report and Recommendations**

Dear Mr. McInnes:

Littering is nothing new. If it weren't for the careless attitudes of our ancestors, archaeologists would not be able to provide us with fascinating insight into the daily lifestyles of past civilizations.

Today, however, littering has changed dramatically. It now reflects modern society's dependency on a "throw-away" mentality. The factors that have led to this situation are complex, but few people will disagree that the current glut of multi-material packaging and single use products have created enormous disposal problems. Even more worrying are the implications this represents to the environment and the damaging effects it has had on our beautiful province.

Following our appointments last April, the members of the Task Force have had the opportunity to talk with many concerned Nova Scotians. We were tremendously impressed with their presentations and their constructive ideas. Most of us started out with certain preconceived ideas about litter prevention and recycling. As submissions were received, discussions were held, and several on-site locations were visited, we became very excited about the calibre of the information we were receiving and many of the assumptions we had were either enhanced or changed dramatically. This knowledge and the insight we have gained from our contact with many people in this Province resulted in the attached recommendations.

I trust I speak for all members of the Task Force when I say that our involvement in this very important undertaking has been a real privilege and has had a significant impact on our personal lives. When we began our task, only one

member was a dedicated recycler. Now a number of us share her conviction.

Having had the opportunity to review a balance of approaches to litter prevention and recycling, we feel we are able to offer you objective, realistic and workable suggestions. Nova Scotia is a beautiful province whose visual environment has become threatened by careless and accidental littering. We believe that through positively reinforcing cleanliness and conserver habits, this unpleasant trend can be altered. We believe the establishment of the Task Force demonstrates the commitment of the Province to achieving a litter free environment and developing a viable recycling industry. By your government's adoption of these recommendations we feel you will be reinforcing the efforts of Nova Scotians who wish to maintain, enhance and enjoy an aesthetically pleasing province.

On behalf of the following members of the Task Force on Litter Abatement:

Charles Baxter
Donald Blenkhorne
Sylvester Le Blanc
Barrie MacFarlane
Rod McLeod
Brian Scott
Vera B. Stone
Maureen Woodlock

Yours very truly,

Dorothy Grant

Dorothy Grant
Chairman

DG/df

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# ACKNOWLEDGEMENTS

The Minister of the Environment's Task Force on Litter Abatement wishes to thank all those individuals and groups who presented submissions to the Task Force and those persons who attended the public meetings. The comments received by the Task Force were invaluable in the preparation of this Report.

The Task Force also appreciates the facilities and services provided by a number of municipalities, community groups and the Province of Nova Scotia.

The Task Force would like to thank John Thorpe, the Executive Director of The Clean Nova Scotia Foundation and Mike LeBlanc of the Nova Scotia Department of the Environment for organizing the public meetings and other activities of the Task Force.

Other members of the Clean Nova Scotia Foundation who provided important support services were Ollie Williams, Kathy Anderson, Jan Burley, Robin Hamilton and Darrell Fougere. Additional support was provided by Elizabeth Thorpe.

# EXECUTIVE SUMMARY

The Minister's Task Force on Litter Abatement was announced in the Legislature on April 6, 1988 by the Minister of the Environment. The Task Force was established to provide the Minister with recommendations on the most effective means of achieving and maintaining a litter free Nova Scotia.

As part of its mandate, the Task Force was requested to examine existing litter legislation including the Beverage Containers Act and the role of recycling in the Province.

The Task Force prepared a Discussion/Issues Paper which was widely distributed. Subsequently, the Task Force held public meetings in ten locations in the Province where it heard sixty-eight oral presentations and numerous comments from audience participants. In addition, fifty-eight written submissions were received. The oral and written submissions were made by a wide array of interested parties including individuals, businesses, industry associations, academics, governments and environmental groups.

The submissions outlined a number of concerns on litter and recycling and indicated that there is a strong interest in Nova Scotia for having an aesthetically pleasing Province. With the implementation of the following recommendations, the Task Force feels that these concerns of Nova Scotians will be addressed and will result in a litter free environment and the development of a strong recycling industry.

# LITTER

## Legislation and Enforcement

*The Minister of Transportation and Communications should:*

1. with the support of the provincial Solicitor General ensure that the litter and refuse provisions of the Motor Vehicle Act and the Public Highways Act are enforced.

2. increase the minimum fine for littering under the Motor Vehicle Act and the Public Highways Act from $50.00 to $250.00.

3. ensure that an increased number of "no littering" signs with the new fines are posted throughout the Province.

4. amend the relevant penalty provisions of the Motor Vehicle Act (Section 264) and the Public Highways Act (Section 42) to require convicted litterers to undertake litter clean-up or environmental enhancement as part of their penalty.

*The Minister of Municipal Affairs should:*

5. with the support of the Minister of the Environment encourage the standardization and enforcement of municipal litter by-laws in all municipalities in Nova Scotia.

## Illegal Dumping

*The Minister of the Environment should:*

6. encourage Municipalities to provide readily accessible solid waste collection depots for cottagers and for residents

who are not provided with regular garbage pick-up.

7. encourage Municipalities and solid waste disposal site operators to extend and advertise their hours of operation.

8. encourage Municipalities to provide adequate pick-up and disposal services for large waste items.

## Clean-Up Programmes

*The Minister of the Environment should:*

9. establish ongoing litter clean-up programmes.

10. encourage municipalities to undertake regular clean-up programmes throughout their jurisdictions.

11. encourage volunteer groups to undertake litter clean-up programmes.

12. encourage industry to support voluntary clean-up programmes.

## Litter Receptacles

*The Minister of the Environment should:*

13. encourage municipal authorities to increase the number of litter receptacles in rural and urban communities.

14. require stringent waste disposal practices at construction sites, including the use of adequate garbage receptacles.

15. with the appropriate authorities require organizers of public and private events to have available and maintain an adequate number of litter receptacles.

16. require all commercial and service operators whose products/services result in litter being accumulated, (e.g. fast food outlets, appropriate retail outlets, Canada Post delivery boxes, bus stops, etc.) to have and maintain adequate litter receptacles.

17. require all service stations to have available and maintain litter receptacles.

18. promote the use of vehicle litter bags.

19. develop guidelines for the design and number of litter receptacles required for specific locations and events.

*The Minister of Transportation and Communications should:*

20. establish, service and maintain rest stops with litter receptacles along public highways.

## Marine Litter

*The Minister of the Environment should:*

21. encourage the Federal Government to resolve the issue of marine generated litter.

## National Standards

*The Minister of the Environment should:*

22. encourage the Federal Government to establish national packaging standards aimed at reducing litter and waste.

## Awards Programme

*The Minister of the Environment should:*

23. maintain the existing Environmental Awards Programme with awards for private and industry litter prevention and clean-up programmes.

# RECYCLING

## Industry Promotion and Assistance

*The Government of Nova Scotia should:*

24. promote recycling as an important and viable industry. Reycling should be recognized as a bona fide manufacturing operation thus making the industry eligible for existing incentive programmes for grants, low interest loans, etc., for building construction, equipment, etc., that are administered by various government departments and agencies such as the Departments of Small Business Development and Industry, Trade and Technology.

25. encourage the Federal Government to recognize the recycling industry for similar federal business assistance programmes.

*The Minister of the Environment should:*

26. make information available on the costs of establishing and operating a recycling business, on market information and should develop markets for recyclables.

## Provincial Initiatives

*The Minister of the Environment should:*

27. ensure that all Provincial Departments and Agencies implement policies to recycle office products and other waste material.

28. ensure that the Government of Nova Scotia adopts a procurement policy for purchasing products made from recycled materials.

29. encourage industry, municipal governments, institutions, etc., to implement policies to recycle waste materials and for the purchase of products made from recycled materials.

## Provincial Clean-Up Programmes

*The Minister of the Environment should:*

30. ensure that all Government clean-up programmes include the separation of recyclable materials for recycling. Among other programmes, these should include the annual Department of Transportation and Communication roadside clean-up and any clean-ups undertaken by the Departments of Environment, Lands and Forests, Tourism, etc.

## Waste Separation

*The Minister of the Environment should:*

31. establish cost-sharing arrangements with the municipalities to encourage recycling through the implementation of waste separation programmes.

32. develop guidelines for these waste separation programmes. These guidelines should be developed for various options including curbside separation, transfer sites for separating recyclables from waste, rural and urban variations, public and private collection and disposal systems, etc.

33. undertake studies to determine the social and economic feasibility of household and other solid waste separation schemes including a study of the type and amount of recyclable materials in solid waste from all sources in Nova Scotia.

34. develop recycling requirements for municipalities to be eligible for participation in cost-sharing arrangements. These requirements should include landfill programming, increased tipping fees, reverse tipping fees, etc.

35. implement mandatory waste separation programmes if the programmes developed under cost sharing arrangements with the municipalities are not successful after two years. This should include domestic, commercial and industrial source separation.

# LEGISLATION

## Beverage Containers Act

*The Government of Nova Scotia should:*

36. under the direction of the Minister of the Environment repeal the Beverage Containers Act.

## Litter Control and Recycling Act

*The Government of Nova Scotia should:*

37. under the direction of the Minister of the Environment formulate and proclaim a Nova Scotia Litter Control and

Recycling Act. The purpose of the Act will be to reduce litter and promote recycling in the Province.

*The Provisions of the Act should:*

38. include the authority for the Minister of the Environment or the Governor in Council to:

a) set and impose a financial assessment on the manufacturers, distributors and retailers of "litter materials" to fund litter control and recycling programmes. Implementation of the assessment should occur within two years at which time the level of the assessment should be based on the degradability and/or amount of material being recycled or recyclable. As a company achieves or surpasses the goals established by the Minister of the Environment, the Company's assessment shall be decreased accordingly,

b) establish recycling and degradability goals for materials found in the litter and solid waste streams,

c) define "littered materials", "packaging", "environmental acceptability", "degradability" and "recyclability",

d) determine what items are classified as "littered material",

e) approve packaging for use in Nova Scotia based on its environmental acceptability and specify the manner in which it may be used,

f) enforce the distribution, advertisement, exhibition and sale of products in approved packaging only,

g) regulate the shape, weight, volume, fabrication, materials and labelling of packaging with respect to its environmental acceptability,

h) prescibe the manner in which packaging can be disposed of including the authority to require manufacturers, distributors and retailers to develop appropriate collection systems for its proper disposal,

i) prescribe deposits on packaging and maintain and enforce existing deposits on packaging,

j) establish minimum deposits on packaging,

k) require retailers to accept for full cash refund packaging of the type and size sold by him which carries a deposit,

l) specify package labelling for refundable packaging,

m) include alcoholic beverage packaging under this Act,

n) exempt certain packaging under this Act,

o) permit the use of existing packaging for one year following the proclamation of the Act, and

p) enforce the provisions of the Act including the establishment of appropriate fines for violations.

*The Minister of the Environment should:*

39. undertake studies to determine the composition and distribution of litter in Nova Scotia and to set standards for material degradability and recyclability in order to implement the provisions of the Litter Control and Recycling Act.

# EDUCATION

## Public

*The Minister of the Environment should:*

40. promote the development of a provincial public education and awareness campaign to address the litter problem and the benefits of recycling in Nova Scotia. This programme should be funded by the Provincial Government, industry and private donations. The Provincial Government should collect a specified voluntary assessment from those manufacturing, wholesale and retail businesses whose packaging contributes to the litter stream. The programme should be coordinated and implemented by a private non-profit organization with the mandate to undertake this type of programme.

41. develop a programme to gather and disseminate litter prevention and recycling information to the public, recyclers, municipalities, institutions and industry. Among other subjects, this should include information on:

a) the social, economic and environmental benefits of recycling,

b) litter and recycling terminology,

c) behavioural patterns that lead to littering,

d) the social and economic costs of litter clean-up, and

e) the environmental acceptability of different types of packaging.

## Institutional

*The Minister of Education should:*

42. develop appropriate educational materials on litter and recycling for incorporation in the school curricula for all grades province wide.

## Task Force Report

*The Minister of the Environment should:*

43. release the Task Force Report to all interested parties as the first step in the public education process.

# THE REPORT

# 1.0 INTRODUCTION

## 1.1 Background

Recognizing litter as a significant environmental issue in Nova Scotia, the Minister of the Environment announced in the House of Assembly on April 6, 1988 the creation of the Task Force on Litter Abatement (Appendix A). The Task Force stemmed from the concerns of the Department of the Environment and The Clean Nova Scotia Foundation over the inadequacy of the Beverage Containers Act and Regulations in addressing the problem of litter.

## 1.2 Objective

As the Minister stated in the Legislature, the Task Force was created to develop recommendations with the "objective being to achieve and to maintain an aesthetically pleasing Nova Scotia for the enjoyment of all who live here".

## 1.3 Mandate

The Task Force was requested to undertake a review and provide recommendations to the Minister on the most appropriate means for the Province to resolve the litter problem. This included the role of recycling as a practical environmental tool in addressing the litter issue and relevant changes to the Beverage Containers Act to provide for a clean Nova Scotia.

## 1.4 Task Force Membership

The Task Force was comprised of 10 individuals representing a wide range of interests including industry, municipal government, volunteer groups and concerned citizens (Appendix B). Secretarial, organizational and research assistance to the Task Force has been provided by The Clean Nova Scotia Foundation and the Nova Scotia Department of the Environment.

# 2.0 METHODOLOGY

## 2.1 Discussion/Issues Paper

A major component of the Task Force's mandate was to provide the opportunity for the public in Nova Scotia to voice their specific concerns regarding litter, recycling and the Beverage Containers Act. To accomplish this, the Task Force prepared a Discussion/Issues Paper (Appendix C) for general distribution to serve as a catalyst for soliciting the public viewpoint. This Paper also served as a guideline to help focus on some of the questions that should be answered. These questions were:

- What is your perception of the situation?

- How does the present situation affect you in your neighbourhood (home/work)?

- Who do you believe is responsible for the situation and/or solution? and

- What ways do you propose to rectify the situation?

To inform the public of the availability of the Discussion/Issues Paper and of the Task Force's desire for public input, an advertisement was placed in the daily and weekly newspapers throughout the Province (Appendix D). The Discussion/Issues Paper along with a request to make a submission was also distributed to key individuals, groups, corporations and government departments which have a vested interest in the resolution of the litter issue.

## 2.2 Public Meetings/Written Submissions

The advertisement also informed the public of the Task Force's role and requested the public to present oral and/or written submissions to the Task Force.

Following the receipt of requests to present oral submissions to the Task Force, a schedule of public meetings was formulated and again advertised in the daily and weekly newspapers in the Province (Appendix E). These meetings were held during the month of July and were organized in such a manner that both those persons making oral presentations and those in attendance were able to express their views.

In addition to the information obtained at the public meetings, the Task Force also received a number of written submissions and undertook its own research. The list of oral presentations and written submissions is presented in Appendix F.

## 2.3 Field Trips/ Presentations

In addition, the Task Force undertook three field trips to gain a greater insight into the issues, especially recycling. These included a tour of a glass bottle manufacturing plant where some recycled glass is purchased and used, a recycling depot operated by a volunteer group and a solid waste incinerator site where cardboard is being removed from the waste stream for recycling. At its regular meetings, the Task Force also heard presentations on the bottle exchange and recycling industry in Nova Scotia, litter and recycling regulations and programmes in other jurisdictions and the Keep America Beautiful system.

## 2.4 Report and Recommendations

The oral presentations, audience comments, written submissions, field trips and meeting presentations provided the information necessary to provide a broad perspective on the litter issue and recycling in Nova Scotia. This information was reviewed by the Task Force members at a number of meetings which resulted in the recommendations in this report.

# 3.0 LITTER AND RECYCLING ISSUES IN NOVA SCOTIA

The major areas of concern as expressed in the submissions to the Task Force can be categorized under the headings of litter, recycling, the Beverage Containers Act and education. These subjects are inter-related. Overlaps between them necessarily occur and it is useful to view them in this breakdown as a prelude to the recommendations.

## 3.1 Litter

Litter is any intentionally or accidentally discarded manufactured or organic material not placed in a proper receptacle or disposed of in an approved manner. The majority of concerns related to litter stem from its aesthetic and health and safety implications.

In addition to the negative images litter forces on the perceptions of the residents of Nova Scotia, it is considered to have the potential for damaging the tourism business. The abuse inflicted by litter on the visual environment therefore impacts on both private individuals and on an important Nova Scotia industry.

The examples cited most frequently to the Task Force were soft drink and fast food containers littered along highways, city streets, on beaches and on private property. Other examples include debris from private and commercial vehicles with uncovered loads, large quantities of litter following public events, refuse found along roads leading to garbage disposal sites, wind blown litter from waste disposal sites, illegally dumped garbage and other debris, especially in rural areas, junk mail at Canada Post delivery boxes, litter at bus stops, blown tires and other vehicular debris, discarded disposable diapers, litter strewn school yards and other areas where people gather and the increasing proliferation of marine litter.

From the health and safety perspective, the major public concerns are injuries from broken glass especially in recreational environments such as beaches and parks, in school yards and on streets and highways. The question of the occurrence of rodents and the potential for the spread of disease was also raised in the context of the accumulation of litter containers with partial contents still remaining. Concern was also expressed over the potential for highway accidents due to the presence of debris from uncovered loads or vehicle parts.

One industry currently experiencing health and safety problems due to litter is the agricultural sector. The submission to the Task Force by the Nova Scotia Federation of Agriculture referred to the menace to livestock and machinery from broken bottles and cans. One submission also referred to the discovery of glass from broken bottles in hay bales which negates their value and poses a threat to livestock if used. One farmer indicated that in the Spring, he collected 30-50 pounds of litter from a 100 yard stretch of a hay field that borders a road.

Other issues that were raised related to questions concerning why litter is such a problem and why the existing regulatory infrastructure and organization has not dealt with the problem accordingly. The first deals with the litter itself. Reasons suggested for the proliferation of litter include the lack of economic value placed on key components of the litter stream, the evolution of packaging types, the development of the disposable society and the increasing number of fast food outlets. In rural areas especially, litter, in the context of illegal refuse dumping, is seen to stem from inadequate collection services, long distances to disposal sites where no collection is available, the limited hours in which those disposal sites are open to the public, the lack of awareness of approved dumpsite locations and inadequate disposal services for cottage owners.

Other factors which the public suggested that encourage littering are the low availability of vehicle litter bags and the lack of sufficient numbers of litter receptacles

in urban and rural communities, along highways and at appropriate commercial establishments.

Areas in which the public expressed their concern in regards to governments' role included the lack of uniform municipal litter by-laws, the low priority given to the litter issue leading to a lack of enforcement of existing municipal by-laws and provincial legislation (The Public Highways Act and the Motor Vehicles Act) and the inadequacy of low litter fines ($50 minimum) in acting as a deterrent to littering. Related issues that were also raised were the lack of sufficient manpower to enforce the existing legislation and correspondingly, the high costs of litter enforcement and prosecution of offenders.

Although the public generally approved in principle of the Department of Transportation and Communications annual highway litter clean-up, concern was expressed that it does not provide sufficient coverage of the Province. Litter is sometimes missed in areas that are covered and the clean-up is only undertaken during a short period which allows litter to re-accumulate for the remainder of the year.

The costs to the taxpayer of litter clean-up efforts when they do occur was also raised as an issue. Not knowing or realizing these costs was considered a barrier to generating greater public concern and therefore, government action on this issue.

Finally, it was suggested that the lack of positive re-enforcement by the media and the government for litter clean-up programmes and activities undertaken by the public served as a deterrent to the continuation of such events.

In summary, the litter issues that were presented to the Task Force dealt primarily with the aesthetic and health and safety impacts and the lack of adequate mechanisms and government leadership to address these problems.

## 3.2 Recycling

Although many issues arose from the public hearings and submissions concerning recycling, it must be recognized that recycling is not an issue or a problem per se but rather it represents a solution to certain environmental problems. Effective recycling can result in numerous benefits for Nova Scotia. These can include a reduction in the incidence of litter and improved solid waste management by reducing the volumes of disposable materials. Recycling also has the potential for creating employment opportunities throughout the Province and, as the public becomes aware of and involved in recycling, the further development of an environmental ethic. The issues presented to the Task Force dealt mainly with how the current barriers or deterrents to effective recycling can be resolved.

The issues that were raised can generally be categorized according to the difficulties experienced within the recycling industry, the value attached to recyclable materials, the role of the public, source separation, the role of government and solid waste management.

Excluding the role of government, the major issues raised by the recycling industry were economic in nature and dealt mainly with the recycling of paper, cardboard, glass, aluminum and plastics. These issues included the high initial start-up costs, high transportation costs, the low availability of recyclable materials and markets.

Initial costs may vary for each recycler but generally include obtaining a vehicle for the pick-up and delivery of materials, land and building acquisition and the purchase of the necessary processing equipment. The latter could include glass and can crushers, plastic, paper and cardboard balers and compactors and storage and transportation containers. For industries using the recycled material, there are also the costs of production equipment such as that required in glass manufacturing plants, aluminum

smelters and for plastic product manufacturing. Although these types of plants do not exist in Nova Scotia, one example that was raised by a firm in the Province dealt with using recycled newsprint to make new newsprint. It was reported that the cost of purchasing, installing and operating a de-inking system for recycled newsprint is beyond the limits of current economic feasibility.

In another case, a recycler is attempting to obtain a plastic extruder for recycling mixed plastics to produce usable goods such as fence posts, plastic lumber, wharf components, etc., but he is experiencing difficulty in obtaining the necessary capital. This equipment is currently valued at approximately one half million dollars.

For existing recyclers, once materials have been obtained and processed, e.g. the glass has been crushed, there is the problem of transporting the material to the market. As previously noted, there are no facilities in Nova Scotia for recycling aluminum and glass and therefore it must be shipped out of the Province. To date, this factor limits the feasibility of expansion in the recycling field. The problem of transportation costs for shipping paper and cardboard is less serious because there are Nova Scotia end users for cardboard and there are local buyers for paper and newsprint. At present there is no market for plastics within a reasonable distance and therefore, in addition to its low intrinsic value and availability, no recyclers have become involved with this material.

Directly related to the economic viability of recycling is the availability of materials. This availability, which will also be discussed under source separation, is largely a function of the value of the material. Although prices vary between recyclers and with market fluctuations, the major recyclable materials, glass, aluminum, plastic, paper and cardboard have relatively low intrinsic value. Of these, aluminum carries the highest intrinsic value and is the material many consider necessary to drive a multi-material recycling business. Concern has also been expressed that the increasing use of steel beverage containers could undermine the amount of

aluminum available, while at the same time, extra work and confusion arises in separating the steel containers from aluminum ones if they are not labelled accordingly.

Due to the problem of low intrinsic values, the public, with the exception of a few individuals and volunteer groups, does not have the necessary financial incentive to return non-refillable glass, plastic and aluminum containers to existing recyclers. At present the effort is perceived as not being worth it. This is in sharp contrast to the high return rates of refillable beverage containers such as domestic beer bottles which have a significant monetary value and can be returned to the source of purchase or to a bottle exchange for refund. Without larger volumes of recyclable materials, the transportation costs are exacerbated.

One means of acquiring larger volumes of recyclable materials is through the separation of recyclables from solid waste before it is disposed of in a dump, landfill site or incinerator. Options to do this include curbside (household) separation, industrial and commercial on-site separation, office separation, transfer site separation and separation at disposal sites. One issue raised in this area concerned whether low population densities in rural Nova Scotia would be able to supply sufficient quantities of recyclable materials to make separation worthwhile. The costs of purchasing "blue boxes" for household separation, the costs of establishing drop-off depots and the costs of separating and baling paper and cardboard by industrial and commercial operators was also raised.

Similarly, the difficulty in obtaining discarded containers from beverage manufacturers was also raised as an issue. Recyclers expressed an interest in trying to obtain containers that are damaged during the production process and which end up in the garbage.

The issue of separation is further complicated by the general uncertainties over participation rates in various separation schemes and the economic uncertainties of

implementing each type of scheme.

In terms of the government role in recycling, issues were raised regarding all three levels: federal, provincial and municipal. At the federal and provincial levels, persons attempting to start-up or expand existing operations complained of the bureaucratic maze involved in obtaining information and assistance. This was attributed to the image of recycling being a "long hair" type of business and therefore not being taken seriously for consideration for government assistance programmes such as those currently available through the Atlantic Canada Opportunities Agency (ACOA). The issue of bureaucracy was also raised in the context of the lack of coordination between provincial government departments.

On the one hand, the Nova Scotia Department of the Environment recognizes recycling as an important undertaking in the environmental field as evidenced by the mandate of the Task Force and the recycling project of 1987 yet, on the other hand, participants expressed difficulty in obtaining financial assistance from departments such as Small Business Development and Industry, Trade and Technology. Recyclers were also discouraged by the decision of the Department of the Environment not to expand and continue the 1987 recycling project which many considered to be a very positive step in promoting recycling.

The majority of the issues relating to the role of the government, however, were directed towards the municipal governments largely due to their jurisdiction over garbage collection and disposal. In many cases it was suggested that municipalities do not have the resources to implement programmes amendable to recycling, i.e. financial assistance to recyclers and the establishment of "blue box" curbside separation programmes.

However, a number of recyclers and potential recyclers felt the municipalities were non-cooperative in allowing recyclers to establish or expand recycling operations at or

adjacent to existing disposal sites. Recyclers expressed the need for long term leases and contracts, e.g., three to five years, necessary to make their investments worthwhile and the need to have access to more of the recyclable materials taken to the disposal sites. However, they suggested that certain municipal authorities were reluctant or slow in approving the necesssary leases and permitting materials to be retrieved from the site. One specific complaint implied that one municipality misinterpreted a solid waste study thereby concluding that curbside separation was not feasible. A recycler's evaluation suggested that it was indeed feasible.

It was in the area of municipal responsibility and garbage collection and disposal that recyclers and other interested groups and individuals related the "recycling" aspect of the Task Force's mandate to solid waste management. The major issue raised involved the relationship between the cost of recycling and the costs of garbage disposal. Concerning the costs of disposal, it was generally felt that the relationship is biased because society does not take into account the social, environmental and health costs of garbage disposal either in dumps, landfill sites or through incineration. **This raised the question of the true value of recycling and the fundamental question of whether, in fact, recycling should necessarily be financially self-sufficient when it reduces the social, environmental and health costs of disposal.** Certain of the neglected costs were related to the location and expansion of disposal sites, pollution emanating from disposal sites contaminating both air and water and the health implications of the pollutants. The Task Force was also presented with some specific ideas concerning recycling and solid waste management. Concern was expressed over the lack of reverse tipping fees whereby recyclers should be paid for diverting a portion of the garbage from disposal sites. The issue was also raised as to why municipalities do not programme disposal sites. That is, why don't they restrict the type of material which can be placed in disposal sites, especially those materials which can be recycled?

In reference to incineration, the Task Force was informed that glass and aluminum can increase down time and maintenance costs due to the conglomerate (clinker) formed if it is only partially melted. This conglomerate which can occasionally attain a mass of one ton leads to damage to the incinerator walls when it has to be chipped loose with a pick-axe or jackhammer. This also results in additional down time.

A recurring issue was the lack of public awareness of garbage disposal costs and therefore the lack of support for recycling. Ironically, this is largely due to the perceived efficiency of garbage collection in many areas of the Province. Many residents are able to forget about their garbage after they have placed it out on the curbside or roadside and have little idea of what becomes of it.

One recycling idea that was raised is composting. While this is more a solid waste issue rather than a litter one, one presentation was totally devoted to it. The Task Force was informed of a unique composting technology whereby <u>all</u> domestic household waste could be converted to a soil conditioner and fertilizer. Another speaker, who is a Nova Scotia recycler, told the Task Force he does compost on a small scale and sells the product to retailers as a garden supply.

These recycling issues brought to the attention of the Task Force generally indicate that all levels of government in Nova Scotia could do more to promote recycling both as an industry and as an environmental management tool for both litter abatement and solid waste management. In turn, greater promotion of recycling could expand the potential for private and public involvement which is necessary to spur the growth of the industry.

## 3.3 Beverage Containers Act and Regulations

The Task Force received numerous comments on the Beverage Containers Act and Regulations. The two major concerns expressed most often were that the provisions of the Act are not being enforced and that the Act is discriminatory. Other issues relating to the Act were also raised.

Generally, the public felt that the lack of enforcement of the 50% refillable clause (Regulation 8) has led to a decrease in the availability of soft drinks in refillable containers (returnable) with a corresponding increase in the amount of soft-drinks sold in non-refillable containers (non-returnable). It is these non-refillable containers which the public perceives as the major component of the litter stream. The bottle dealers and recyclers in Nova Scotia also echoed this concern and also the lack of enforcement of Sections 3 and 4 of the Act which require Ministerial authority for the introduction of new types of soft drink containers. This concern focussed especially on the increase in the use of plastic containers, particularly the recent introduction of the 355 millilitre (ml) and 500 millilitre (ml) plastic PET bottles. They also expressed concern over the increased use of steel cans. The bottle dealers and recyclers felt that the new plastic containers and the steel cans would reduce the amount of glass and aluminum available which are considered to be necessary to make recycling operations economically viable.

On the other hand, the companies involved in the soft drink and container manufacturing industries felt that the Beverage Containers Act is discriminatory. They said that soft drink containers only represent a small portion of the litter stream and that the Act does not address non-soft drink beverage containers, packaging and other materials which also contribute to the problem.

Concern was also expressed over the ramifications if the

provisions of the existing Act were enforced. If retailers are required to stock at least 50% of their soft drinks in refillable containers, manufacturers will have to increase the supply of soft drinks in refillable containers and decrease their production using non-refillable containers. This will decrease the demand for new glass containers depending on the trippage rate (number of times a bottle is re-used) of the refillables and the degree of use of non-refillable glass containers. The glass container manufacturers fear for their economic viability if such was the case. Although these glass bottle manufacturing operations are not based in Nova Scotia, they represent an important market for glass collected by recyclers in this Province. The retailers, distributors and manufacturers of soft drinks would also be concerned with the increased handling costs, storage requirements and health and safety problems associated with an increased use of returnable refillable glass containers. In addition, the soft drink manufacturers felt that enforcement of the Act would require them to purchase new equipment, e.g. bottle washers, and/or modify existing equipment at great expense.

In another vein, the industry, and the public to some extent, suggested that the Act is outdated and is not adaptable to recent and future trends in packaging and consumer preferences. Industry says that it is the consumer who is demanding the "throw-away" packaging because of its convenience and safety aspects. For example, the consumer prefers plastic containers which are much lighter than glass and do not break when dropped. Similarly, the Act has been ineffective in addressing changes in consumer taste preferences and the packaging associated with it. In this case, it is evident from the increased proliferation of juice and drinks (other than carbonated soft drinks) of various types in the Tetrapak (drinking box), glass, aluminum, plastic and steel containers.

The Beverage Containers Act and its implementation were consistently viewed by both industry and the public as currently being ineffective in addressing the litter issue.

## 3.4 Education

The problem of littering was generally attributed to disregard by the population of Nova Scotia. It was this social attitude that was viewed as the root of the act of littering. The submissions to the Task Force identified a number of reasons why this negative social attitude has developed and why it persists. The main reason given was the lack of adequate information provided at both the public and institutional levels.

The Task Force was told that the public is not sufficiently aware of litter as an environmental issue due to the lack of on-going public awareness campaigns against littering and the lack of media attention directed at this issue. Concerning the institutional level, the submissions generally concurred in stating that children and youth are not receiving an adequate environmental education in the school system. This situation results in the absence of a formal foundation for the development of the proper attitudes necessary to identify littering as an undesirable act.

Specific examples of information that are apparently not readily available to the public and students are the actual costs of existing litter clean-up efforts undertaken by provincial departments and municipal governments, the actual costs to industries such as tourism and agriculture and the financial and environmental costs and mechanics of garbage collection and disposal especially as they relate to recycling.

The lack of institutional and public education and awareness programmes necessary to address the attitudes which lead to littering was the issue raised to the Task Force most often and by most individuals and groups regardless of their background and interests.

# 4.0 CONCLUSIONS AND RECOMMENDATIONS

The recommendations which follow represent the Task Force's endeavour to reconcile the issues and the proposed solutions that were presented in the submissions. Whereas the submissions put forth a wide array of potential solutions, the Task Force saw its role as one of selecting those solutions which are most appropriate for resolving the issues as they pertain to the unique situation in Nova Scotia. The Task Force considers the solutions to represent the best compromise between what in many cases are conflicting solutions. The recommendations follow similar categories as those used to outline the issues. The categories for this chapter are Litter, Recycling, Legislation and Education. It should be recognized that these recommendations are not being presented in any priority sequence but rather they represent a suggested total approach to litter abatement and recycling.

## 4.1 **Litter**

The first set of recommendations encompass legislation and enforcement, clean-up programmes, litter receptacles, marine litter, national standards and an awards programme.

### 4.1.1 Legislation and Enforcement

These recommendations are designed to enhance the legal framework for the prevention of littering along highways, roadsides and streets. Almost without exception, the submissions urged the minimum fine to be increased to serve as a stronger deterrent. It was also suggested that in addition to monetary penalties, convicted litterers be required to pick up litter in the same way as many offenders of other offenses are required to undertake community service hours. The submissions also strongly urged that litter enforcement be given a higher priority including the

enforcement of the relevant legislation dealing with covered loads and illegal dumping. To facilitate enforcement and to uniformly address the litter problem throughout the Province, the Task Force members concluded that it would be appropriate if all litter legislation, both provincial and municipal, was standardized.

### *Recommendations*

1. The Minister of Transportation and Communications with the support of the provincial Solicitor General should ensure that the litter and refuse provisions of the Motor Vehicle Act and the Public Highways Act are enforced.

2. The Minister of Transportation and Communications should increase the minimum fine for littering under the Motor Vehicle Act and the Public Highways Act from $50.00 to $250.00.

3. The Minister of Transportation and Communications should ensure that an increased number of "no littering " signs with the new fines are posted throughout the Province.

4. The Minister of Transportation and Communications should amend the relevant penalty provisions of the Motor Vehicles Act (Section 264) and the Public Highways Act (Section 42) to require convicted litterers to undertake litter clean-up or environmental enhancement as part of their penalty.

5. The Minister of Municipal Affairs with support from the Minister of the Environment should encourage the standardization and enforcement of municipal litter by-laws in all municipalities in Nova Scotia.

## 4.1.2 Illegal Dumping

Illegal refuse dumping is recognized as a distinct type of littering problem. The submissions to the Task Force indicated that it is generally a result of inadequate collection and disposal services available to many residents and cottagers in the Province.

### *Recommendations*

6. The Minister of the Environment should encourage Municipalities to provide readily accessible solid waste collection depots for cottagers and for residents who are not provided with regular garbage pick-up.

7. The Minister of the Environment should encourage Municipalities and solid waste disposal site operators to extend and advertise their hours of operation.

8. The Minister of the Environment should encourage Municipalities to provide adequate pick-up and disposal services for large waste items.

## 4.1.3 Clean-Up Programmes

Recognizing that litter prevention schemes are necessary but not 100% effective, litter clean-up programmes will still be needed. The submissions indicated that this role should continue to be undertaken by the government and the public. Programmes such as the Department of the Environment's Environmental Enhancement Summer Employment Programme with its litter clean-up component should be maintained while the numerous projects undertaken by various voluntary and service organizations should be encouraged. This encouragement should come from all levels of government whose responsibilities include litter control and those industries whose packaging or other materials become part of the litter stream. A few examples of how government and industry can support these voluntary projects are the provision of garbage bags, advertising, monetary or product rewards for picking up the litter and the provision of transportation services for litter disposal. These clean-up programmes themselves also serve to re-enforce the importance of not littering for those who take part and for those who become aware of them.

### *Recommendations*

9. The Minister of the Environment should establish on going litter clean-up programmes.

10. The Minister of the Environment should encourage Municipalities to undertake regular litter clean-up programmes throughout their jurisdictions.

11. The Minister of the Environment should encourage volunteer groups to undertake litter clean-up programmes.

12. The Minister of the Environment should encourage industry to support voluntary clean-up programmes.

## 4.1.4 Litter Receptacles

The Task Force was informed numerous times of the need for the greater availability of litter receptacles in both rural and urban areas, along highways, at site specific locations and at points where people gather. There was a general consensus that to reduce the amount of littering, people must be provided with a convenient and effective way of disposing of their garbage. It was stressed many times that if litter receptacles are properly designed, e.g. with a theme and/or slogan, they will serve not only as a place for disposal but also as a means of promoting greater public awareness of the litter problem. Consideration should be given to having separate receptacles for recyclable and non-recyclable materials. Of equal importance is the litter receptacle itself. The receptacle must be maintained in an attractive state and emptied regularly as required.

### *Recommendations*

13. The Minister of the Environment should encourage municipal authorities to increase the number of litter receptacles in rural and urban communities.

14. The Minister of the Environment should require stringent

waste disposal practices at construction sites, including the use of adequate garbage receptacles.

15. The Minister of the Environment and the appropriate authorities should require organizers of public and private events to have available and maintain an adequate number of litter receptacles.

16. The Minister of the Environment should require all commercial and service operators whose products/services result in litter being accumulated, (e.g. fast food outlets, appropriate retail outlets, Canada Post delivery boxes, bus stops, etc.,) to have and maintain adequate litter receptacles.

17. The Minister of the Environment should require all service stations to have available and maintain litter receptacles.

18. The Minister of the Environment should promote the use of vehicle litter bags.

19. The Minister of the Environment should develop guidelines for the design and number of litter receptacles required for specific locations and events.

20. The Minister of Transportation and Communications should establish, service, and maintain rest stops with litter receptacles along public highways.

## 4.1.5 Marine Litter

The increasing frequency and abundance of litter along marine beaches and other shoreline areas is causing concern among Nova Scotians. This is evidenced by comments made to the Task Force and by incidents reported by the media. This litter is being generated by various ocean users including recreational boaters, the fishing industry, foreign and domestic cargo vessels, the military and others. Due to the division of jurisdiction in Canada, the resolution of the problem of marine

generated litter is a federal responsibility.

***Recommendation***

21. The Minister of the Environment should encourage the Federal Government to resolve the issue of marine generated litter.

## 4.1.6 National Standards

Another approach that was presented to the Task Force for reducing the amount of litter involved reducing the amount or type of packaging and other material that can potentially become part of the litter stream. The concept of excess packaging was often raised. Due to the nature of product marketing and distribution in Canada, it would be more appropriate to address this concern at the national level.

***Recommendation***

22. The Minister of the Environment should encourage the Federal Government to establish national packaging standards aimed at reducing litter and waste.

## 4.1.7 Awards Programme

The Task Force repeatedly heard that positive reinforcement is one successful way of encouraging people to act in a responsible manner. Actions which contribute to the prevention or clean-up of litter should be rewarded. These actions could include industry initiatives in preventing or reducing litter, and voluntary clean-up efforts.

***Recommendation***

23. The Minister of the Environment should maintain the existing Environmental Awards Programme with awards for private and industry litter prevention and clean-up programmes.

## 4.2 **Recycling**

The recycling recommendations have been formulated to promote and encourage the development of recycling in Nova Scotia. They are largely concerned with the recycling of glass, aluminum, plastic, paper and cardboard. As noted previously, recycling is a practical way of reducing the presence of certain components of the litter stream while at the same time it is effective in solid waste management. The recommendations are listed under industry promotion and assistance, Provincial initiatives, Provincial clean-up programmes and waste separation. With the implementation of the following recommendations, strong consideration should be given to the role of and the impacts on the existing recycling operations in the Province.

### 4.2.1 Industry Promotion and Assistance

With a few exceptions, the recycling industry in Nova Scotia is in its infancy and is small scale. While paper and cardboard appear to have a head start, the recycling of consumer products such as glass and aluminum containers is relatively new. The Task Force has not been made aware of any plastic containers being recycled although interest has been expressed in doing so. However, as the environmental benefits of recycling are only now becoming recognized, the industry has not achieved a high profile. Also, as some of these operations also include waste collection and disposal, their image has not developed to match their significance. Some recyclers, both existing and potential, feel that this has hindered their ability to obtain government assistance as readily as other businesses are able to. As they are currently relatively small scale, they need this recognition to obtain assistance to expand their operations and in some cases to begin new operations. As initial processors and suppliers of glass, aluminum, paper and cardboard, this industry deserves recognition as part of the manufacturing industry.

Also, since this industry is largely in the development stage, there is the need for information on markets, especially for glass, aluminum and plastics. However, if the quantities of paper and cardboard increase, market information may be necessary for these materials as well.

### *Recommendations*

24. The Government of Nova Scotia should promote recycling as an important and viable industry. Recycling should be recognized as a bona fide manufacturing operation thus making the industry eligible for existing incentive programmes for grants, low interest loans, etc., for building construction, equipment, etc., that are administered by various government departments and agencies such as the Departments of Small Business Development and Industry, Trade and Technology.

25. The Government of Nova Scotia should encourage the Federal Government to recognize the recycling industry for similar federal business assistance programmes.

26. The Minister of the Environment should make information available on the costs of establishing and operating a recycling business, on market information and should develop markets for recyclables.

## 4.2.2 Provincial Initiatives

The Provincial Government has the opportunity and the responsibility to promote recycling through its own actions. By developing a policy to recycle its own office wastes, especially paper, it will be able to increase the supply of paper and improve the economic viability of recycling operations. Similarly, if the Province began to use recycled products such as paper, it could ensure a market for products made from recycled materials. By developing its own policy, the Government's actions could serve as an example for encouraging other users of recyclable materials, such as schools, hospitals, commercial enterprises, other levels of government, the public, etc. to also recycle

materials and use recycled products. Although such a policy may initially concentrate on paper products, other materials could be included as well.

### *Recommendations*

27. The Minister of the Environment should ensure that all Provincial Departments and Agencies implement policies to recycle office products and other waste material.

28. The Minister of the Environment should ensure that the Government of Nova Scotia adopts a procurement policy for purchasing products made from recycled materials.

29. The Minister of the Environment should encourage industry, municipal governments, institutions, etc., to implement policies to recycle waste materials and for the purchase of products made from recycled materials.

## 4.2.3 Provincial Clean-Up Programmes

Another way in which the Provincial Government can supply materials for recycling and set a good example for the public is to ensure that all Provincial clean-up projects include the separatation of recyclable materials from those which are not. This was done in one area of the Province during the 1988 Department of Transportation and Communications annual roadside litter clean-up. The aluminum and glass containers were given to a voluntary recycler and the project was considered a sucess. The Government would have to develop a policy concerning the final allocation of the recyclable materials to recyclers.

### *Recommendation*

30. The Minister of the Environment should ensure that all Government clean-up programmes include the separation of recyclable materials for recycling. Among other programmes, these should include the annual Department of Transportation and Communication

roadside clean-up and any clean-ups undertaken by the Departments of Environment, Lands and Forests, Tourism, etc.

### 4.2.4 Waste Separation

Both as a benefit to recycling and as an effective solid waste management option, the separation of recyclable materials from other wastes should be promoted throughout the Province. This should encompass cardboard, paper, aluminum and glass with plastics being incorporated as the opportunity arises. As solid waste management is a municipal responsibility, the Provincial Government must encourage them to implement separation programmes. This may be difficult due to the number of municipalities (66), some of which have limited resources. However, benefits do accrue through an expansion of the recycling industry (including employment), the reduction of solid waste and the extension of the lifespan of disposal sites. Included would be the social, environmental and health benefits of the reduced need for solid waste disposal.

If, as recommended, the Province enters cost-sharing arrangements, they must include specific requirements to achieve set reduction goals by implementing designated criteria outlined in each agreement. As this would involve a new endeavour in the Province, consideration must be given to the types of programmes that would be applicable for the Province as a whole or if it would be necessary to have different ones for different areas. For example, separation can be done at the household, commercial or industry level, at transfer stations or at the disposal site itself. Similarly, the criteria can be composed of different components such as increased tipping fees which discourage dumping recyclables or reverse tipping fees which assist recyclers. It must be determined which criteria are suitable for implementation in the Province.

31. The Minister of the Environment should establish cost-sharing arrangements with the municipalities to encourage recycling through the implementation of waste separation programmes.

32. The Minister of the Environment should develop guidelines for these waste separation programmes. These guidelines should be developed for various options including curbside separation, transfer sites for separating recyclables from waste, rural and urban variations, public and private collection and disposal systems, etc.

33. The Minister of the Environment should undertake studies to determine the social and economic feasibility of household and other solid waste separation schemes including a study of the type and amount of recyclable materials in solid waste from all sources in Nova Scotia.

34. The Minister of the Environment should develop recycling requirements for municipalities to be eligible for participation in cost-sharing arrangements. These requirements should include landfill programming, increased tipping fees, reverse tipping fees, etc.

35. The Minister of the Environment should implement mandatory waste separation programmes if the programmes developed under cost sharing arrangements with the municipalities are not successful after two years. This should include domestic, commercial and industrial source separation.

## 4.3 **Legislation**

These recommendations are concerned with the existing Beverage Containers Act as it applies to the litter issue and with the proposed new legislation, the Litter Control and Recycling Act.

## 4.3.1 Beverage Containers Act

From the information provided in the submissions, the Task Force has concluded that the Beverage Containers Act and accompanying regulations are ineffective in resolving the litter issue in Nova Scotia. The Act has not been enforced at the retail level with respect to the percentage of soft drinks which must be available in refillable containers nor has the intent of the Act been effective at the manufacturing and distribution level concerning the introduction of new containers, specifically the 355 ml and 500 ml plastic soft drink containers. Due to the lack of enforcement, it is difficult to fully assess the value of the Act as a litter control device. However, even if the Act was enforced, it is too narrow in scope. The Act is not applicable to many items and materials which comprise the litter stream. While the Act does address soft drink containers, it does not deal with other litter items such as fast food containers, drinking boxes, chocolate bar wrappers, alcoholic beverage and juice containers, cigarette packages, etc. In addition, other then refillable soft drink containers, it does not encourage or require recycling.

### *Recommendation*

36. The Government of Nova Scotia should under the direction of the Minister of the Environment repeal the Beverage Containers Act.

## 4.3.2 Litter Control and Recycling Act

In conjunction with the repeal of the Beverage Containers Act, the Task Force recommends that a Litter Control and Recycling Act be created. The Task Force has incorporated the applicable aspects of the Beverage Containers Act. Together with the new components, the proposed Act will be better suited to resolving the litter problem and encouraging recycling in Nova Scotia.

The recommendations outline the basic authority that should be bestowed on the Minister of Environment or the Governor in Council (The Cabinet). It is this section of the recommendations which will provide the framework and funding for litter control and recycling programmes for which the Minister will be responsible. The Minister will have to establish the level of the financial assessment to be imposed on litter materials and the standards for degradability, recyclability and environmental acceptability along with recycling and degradability goals. A key factor will be the definition of "litter materials" to which the assessment will apply. Almost every conceivable material can be found in the litter stream at some time or another. This includes everything from shredded money to men's ties. It will be necessary to determine what items generally constitute litter. The funds that are collected should be designated for litter education programmes, litter clean-up programmes and assistance to the recycling industry. From the time the proposed Act is proclaimed, the manufacturers, distributors and retailers should be allowed two years to develop their strategies for compliance with the Act. They may wish to alter their packaging to allow for lower assessments or ensure a framework exists for their packaging to be recycled.

Authority for the Minister to regulate packaging is necessary to ensure that non-degradable and non-recyclable materials can be controlled and to ensure that the Act is adaptable to future trends in packaging. The Task Force also suggests that the Minister retain the authority to maintain existing deposits as they currently serve as an effective means of litter control by keeping materials out of the litter stream and provide an incentive for them to be picked up if they do become litter. Certain deposits also provide the economic basis for many bottle dealers and recyclers in the Province. A prime example of both of these considerations is the deposit/refund system on refillable beer bottles. In addition, the authority to impose deposits on packaging allows the Minister to ensure compliance with the intent of the Act if other measures are not effective. Similarly, to ensure the effectiveness of the Act, the Minister should be able to require the establishment of collection and disposals

systems for packaging if the need is identified.

## *Recommendations*

37. The Government of Nova Scotia should under the direction of the Minister of the Environment formulate and proclaim a Nova Scotia Litter Control and Recycling Act. The purpose of the Act will be to reduce litter and promote recycling in the Province.

38. The Provisions of the Act should include the authority for the Minister of the Environment or the Governor in Council to:

a) set and impose a financial assessment on the manufacturers, distributors and retailers of "litter materials" to fund litter control and recycling programmes. Implementation of the assessment should occur within two years at which time the level of the assessment will be based on the degradability and/or amount of material being recycled or recyclable. As a company achieves or surpasses the goals established by the Minister of the Environment, the Company's assessment shall be decreased accordingly,

b) establish recycling and degradability goals for materials found in the litter and solid waste streams,

c) define "littered materials", "packaging", "environmental acceptability", "degradability" and "recyclability",

d) determine what items are classified as "littered material",

e) approve packaging for use in Nova Scotia based on its environmental acceptability and specify the manner in which it may be used,

f) enforce the distribution, advertisement, exhibition and sale of products in approved packaging only,

g) regulate the shape, weight, volume, fabrication, materials and labelling of packaging with respect to its

environmental acceptability,

h) prescribe the manner in which packaging can be disposed of including the authority to require manufacturers, distributors and retailers to develop appropriate collection systems for its proper disposal,

i) prescribe deposits on packaging and maintain and enforce existing deposits on packaging,

j) establish minimum deposits on packaging,

k) require retailers to accept for full cash refund packaging of the type and size sold by him which carries a deposit,

l) specify package labelling for refundable packaging,

m) include alcoholic beverage packaging under this Act,

n) exempt certain packaging under this Act,

o) permit the use of existing packaging for one year following the proclamation of the Act, and

p) enforce the provisions of the Act including the establishment of appropriate fines for violations.

39. The Minister of Environment should undertake studies to determine the composition and distribution of litter in Nova Scotia and to set standards for material degradability and recyclability in order to implement the provisions of the Litter Control and Recycling Act.

## 4.4 **Education**

In conjunction with litter control and recycling programmes, the Task Force recognizes the need for the general public to be fully aware of the ways and means of preventing litter from becoming a problem and promoting the benefits of recycling. This should be undertaken both in the public domain and in the formal educational process.

## 4.4.1 Public

The Task Force frequently heard that an important component of litter control is prevention. This will require a change in the social attitudes which result in littering behaviour and society's perception of the environment. To accomplish this, the residents of Nova Scotia must be made aware of their responsibility to the environment and to the other residents and visitors to the Province. This public education and awareness should be developed and implemented by a organization representative of all the parties concerned; those who contribute to the problem, those who benefit from its resolution and those who are responsible for its resolution.

To assist in developing the necessary public awareness campaign, information must be gathered and disseminated.

### *Recommendations*

40. The Minister of Environment should promote the development of a provincial public education and awareness campaign to address the litter problem and the benefits of recycling in Nova Scotia. This programme should be funded by the Provincial Government, industry and private donations. The Provincial Government should collect a specified voluntary assessment from those manufacturing, wholesale and retail businesses whose packaging contributes to the litter stream. The programme should be coordinated and implemented by a private non-profit organization with the mandate to undertake this type of programme.

41. The Minister of the Environment should develop a programme to gather and disseminate litter prevention and recycling information to the public, recyclers, municipalities, institutions and industry. Among other subjects, this should include information on:

a) the social, economic and environmental benefits

of recycling,

b) litter and recycling terminology,

c) behavioural patterns that lead to littering,

d) the social and economic costs of litter clean-up, and

e) the environmental acceptability of different types of packaging.

## 4.4.2 Institutional

The process of awareness should be extended to the school system whereby if the right information is provided, the development of proper attitudes and behaviour against littering can be instilled at the proper youth development stages. This information should be a necessary component of environmental education in the school system.

42. The Minister of Education should develop appropriate educational materials on litter and recycling for incorporation in the school curricula for all grades province wide.

## 4.4.3 Task Force Report

From the interest shown by the submissions to the Task Force, it is evident that many Nova Scotians are keenly interested in resolving the litter issue and promoting recycling. The opportunity should be taken to encourage and expand the enthusiasm by releasing this report to the public.

### *Recommendation*

43. The Minister of the Environment should release the Task Force Report to all interested parties as the first step in the public education process.

# APPENDICES

# APPENDIX A

## MINISTER'S ANNOUNCEMENT OF THE TASK FORCE

House of Assembly
Nova Scotia
HALIFAX, WEDNESDAY, APRIL 6, 1988

Fifty-fourth General Assembly

Fourth Session

2:00 P.M.

SPEAKER

Hon. Arthur Donahoe, Q.C.

DEPUTY SPEAKER

Dr. Colin Stewart

MR. SPEAKER: Order, please. We will begin the daily routine.

PRESENTING AND READING PETITIONS

PRESENTING REPORTS OF COMMITTEES

TABLING REPORTS, REGULATIONS AND OTHER PAPERS

STATEMENTS BY MINISTERS

MR. SPEAKER: The honourable Minister of Industry, Trade and Technology.

HON. ROLAND THORNHILL: Mr. Speaker, I would like to make a brief statement to the House in my capacity as Minister of the Environment.

Mr. Speaker, I would like to advise you and all honourable members of the House that a minister's task force has been established to study litter abatement programs and legislation with particular emphasis on recycling in Nova Scotia.

This task force will travel the province inviting both oral and written submissions from interested persons, corporate bodies, governments and non-profit agencies. The overall objective being to achieve and to maintain an aesthetically pleasing Nova Scotia for the enjoyment of all who live here.

The task force, Mr. Speaker, will be chaired by Mrs. Dorothy Grant, a well known Halifax-based consumer reporter and advocate. Other members include, Vera Stone, who is a retired teacher and now serves as the Chairman of the Clean Nova Scotia Foundation; Mrs. Heather MacInnis from Breton Cove in Victoria County in Cape Breton;

Charles Baxter of Baxter Equipment; Brian Scott from Maritime Beverages; Hugh Fairn from Kings Cable in New Minas; Maureen Woodlock from the Kingston Glass Busters in Kingston; Alderman Barry McFarlane from the City of Dartmouth; and Rod MacLeod, the General Manager of Cland Breweries.

The task force has representation from a wide range of interests and is more than suited to study the issue of litter abatement in this province.

The task force will hold public forums throughout all regions of the province. In addition, it will be the responsibility of the task force to investigate litter abatement programs and legislation in other jurisdictions with a particular reference to recycling. The task force will have access, as well, to the results of the pilot recycling program which was conducted by the Nova Scotia Department of the Environment during Environment Week in 1987.

This project will be coordinated through the Clean Nova Scotia Foundation with assistance being provided by the Nova Scotia Department of the Environment.

Mr. Speaker and members of the House, litter abatement is an important issue in Nova Scotia. It is imperative that the subject be treated with utmost sincerity and expeditiously. With that objective in mind, the task force has been instructed to report back to the Minister of the Environment with recommendations for an action plan and suggested legislative changes to the Beverage Containers Act no later than October 1988. (Applause)

Note: Hugh Fairn of New Minas was unable to participate in the Task Force and was replaced by Don Blenkhorne of Pictou County.

## APPENDIX B

## TASK FORCE MEMBERS

### Chairman

**Dorothy Grant**, is a graduate of the Halifax Infirmary who, since the mid 1960's, has worked as a radio and television journalist specializing in consumer related topics. Currently, Mrs. Grant writes weekly columns for the Metro Telecaster and the Halifax Herald and produces television segments for CBC's "Market Place". Mrs. Grant serves on a number of Boards including the Maritime Branch of the Canadian Automobile Association and the Provincial Medical Board.

### Members

**Charles Baxter**, is the founder and President of Baxter Equipment Ltd. Mr. Baxter is active in community affairs and is the past President of the Kiwanis Club of Dartmouth and the Dartmouth Chamber of Commerce. He is also the former National President of the Air Cadet League of Canada.

**Don Blenkhorne**, a native of Pictou, has had a successful career as an Architect and Planner. He currently operates a tree farm in Caribou River where he resides.

**Sylvester Le Blanc**, a resident of Reserve Mines, is a confectionary wholesaler. Mr. LeBlanc previously spent twenty years in the beverage industry and has been active in community activities in both sports and the Sea Cadet Corp.

**Barry Mac Farlane,** is an alderman for the City of Dartmouth where he resides with his family. Mr. MacFarlane is a professional social worker and is actively involved in community activities including the Dartmouth Cleaner and Greener Campaign.

**Heather MacInnes**, is an active resident of Breton Cove, Victoria County. She is the Church organist and the Director of the Ecumenical Choir. Mrs. MacInnes is also a member of the St. Ann's Bay Players, a drama group.

**J. Rod Mac Leod**, is the President and General Manager of Oland Breweries Ltd. of Halifax. Mr. Mc Leod was educated in British Columbia and received a Masters Degree from the University of California (Davis) in 1969. He has had more than twenty years experience in the food and beverage industry. He and his family of four have resided in Bedford for over ten years.

**Brian Scott**, is the Branch Manager for the Halifax/Dartmouth operations of Maritime Beverages Ltd. Mr. Scott, a native of Pictou County, has been in the soft drink industry since 1962. He currently resides with his family in Bedford.

**Vera B. Stone**, of Halifax is a retired school teacher. Mrs. Stone currently represents the Girl Guides of Canada on the Board of the Clean Nova Scotia Foundation of which she is presently Chairman.

**Maureen Woodlock**, is a Nova Scotia native and a graduate of Dalhousie University. She is a founding member and coordinator of the Kingston Glass Busters (KGB), a volunteer community service recycling project.

## APPENDIX C

## DISCUSSION/ISSUES PAPER

**The Minister of the Environment's**
**Task Force**
**On Litter Abatement**

## DISCUSSION/ISSUES PAPER

The Clean
Nova Scotia
Foundation

May, 1988

# The Minister of the Environment's Task Force On Litter Abatement

## DISCUSSION/ISSUES PAPER

May, 1988

## Introduction

On March 1, 1988, the Nova Scotia Minister of the Environment announced his intention to form a task force to examine litter problems in order to maintain a good quality of life for Nova Scotians and to preserve the aesthetic values of the Province. The Task Force would report back to the Minister with an action plan with recommendations to deal with the problem.

The Minister advised Members of The House on April 5, 1988 that a Task Force had been set up and would be studying litter abatement programmes on legislation with particular emphasis on recycling in Nova Scotia. The Task Force will travel the Province inviting both oral and written submissions from interested persons, corporate bodies, governments and non-profit agencies.

The Chairman for the Task Force is Dorothy Grant of Halifax. Other Members are: Charles Baxter, Rod McLeod and Vera Stone of Halifax; Barrie MacFarlane and Brian Scott of Dartmouth; Heather

MacInnis of Breton Cove, Victoria County; Maureen Woodlock of Kingston; and Sylvester LeBlanc of Reserve Mines. Collectively, the group represents industry, wildlife and forestry interests, community recycling operations, municipal government, volunteer groups, and concerned Nova Scotians. Secretarial services to the Task Force will be provided through John Thorpe, the Executive Director for The Clean Nova Scotia Foundation.

The Task Force results from an initiative taken by The Clean Nova Scotia Foundation. Earlier this year, The Minister of the Environment requested The Foundation's opinion on amendments to the Province's Beverage Container Act. (copy attached). This Act, written over a decade ago, no longer effectively addresses the dramatic changes that have taken place in the packaging industry and in particular, the marketing role that containers now play. For instance, it was only in 1979 when the first drive-through facility opened in a national fast food chain in Nova Scotia. That alone placed a more weighty responsibility on consumers for correct disposal of wrappings and containers.

The so-called disposable containers that often appear as litter on our roadsides have also changed

in the past few years. Many are manufactured from composites and non-degradable plastics with chemical formulas that remain a mystery to the public. Beverages and convenience foods are consumed from a myriad of containers that were impossible to envision by the writers of The Act. Rather than just dealing with the bottles and cans of the soft drink industry, The Foundation recognized the opportunities that a task force could bring to developing a new Act that would address the disposal problems presented by convenience containers in general.

**Existing Litter Legislation**

At present, in Nova Scotia, anti litter legislation exists at the municipal level and provincially in several forms in different acts. Section 56 of the Motor Vehicles Act states:

"156 (1) No person shall throw any object at a motor vehicle or at a person in a motor vehicle or on a highway which may cause injury to such vehicle or to any person therein.

(2) No person shall throw, deposit, or knowingly leave on a highway any glass, nails, tacks, scraps of metal, or other materials that are liable to injure tires of motor vehicles.

(3) No person shall throw or otherwise deposit from any vehicle on the highway any litter, refuse, garbage, rubbish or other matter."

The Motor Vehicles Act provides for a minimum penalty as follows:

"264 Any person who violates any of the provisions of Section 56, shall be guilty of an offence and shall be liable for the first offence to a penalty of not less than fifty dollars and in default of payment, to imprisonment for a term not less than seven days; for the second offence to a penalty of not less than one hundred dollars and in default of payment, to imprisonment for a term not less than fourteen days; and for the third or any subsequent offence to a penalty of not less than two hundred and fifty dollars and in default of payment, to imprisonment for a term not less than thirty days."

Section 42 of the Province's Public Highways Act reads as follows:

"(1) No person shall

(a) deposit any sewage, refuse, garbage or other matter on any highway or in any drain, gutter, sluice or watercourse on any highway; or

(b) cause, suffer or permit any sewage, refuse, garbage, rubbish or other matter to discharge or flow upon any highway or into any drain, gutter, sluice or watercourse on any highway.

(2) Every person who violates this Section is liable to a penalty of not less than fifty dollars and in default of payment to imprisonment for a term not exceeding fifteen days, and in addition to such penalty is liable for the expense of removing such sewage, refuse or other matter or of preventing such discharge or flow."

Of the sixty-six Municipal Units in Nova Scotia, twenty have specific litter by-laws. All but eight of the remainer have waste, refuse, garbage or health and sanitation by-laws which make some

reference to the handling of the area's waste. The most common phrase used is as follows: "No person shall throw any dirt, filth, or rubbish on any street, road, lane or highway in the town." This may include a reference to areas of land (ditch, cemetary ground, playground, etc.) The possible maximum penalties range from $1000 or ninety days, to $50 or seven days. Several municipal units include a "no spilling" clause to prohibit debris falling from vehicles.

**Definition of Litter**

For the purpose of this Task Force, the following is suggested as a simplified definition of litter:

**"Litter is any discarded manufactured or organic material not placed in a proper receptacle".**

**ISSUES**

A large portion of litter evident in Nova Scotia is made up of various forms of convenience packaging and containers. Many of these items have an intrinsic value and, through controlled disposal and collection, could be processed and remanufactured into new products (Recycling). Waste reduction through recycling and the attitudinal requirements to curtail littering are of similar disciplines.

The Minister of the Environment strongly supports the concept of the reduction, reuse, and recycling of waste. He has requested that this Task Force make specific recommendations for major recycling initiatives in the Province of Nova Scotia. The major issue areas for consideration, therefore, are **litter abatement** and **recycling.**

**Submissions**

The Task Force challenges interested persons to present their views, solutions and recommendations on Litter Abatement and the promotion of Recycling in Nova Scotia.

To assist you with gathering your thoughts in making a submission, you may be guided by the following questions:

- **What is your perception of the situation?**

- **How. does the present situation affect you in your neighbourhood (home/work)?**

- **Who do you believe is responsible (for the situation and/or solution)?**

- **What ways do you propose to rectify the situation?**

You may wish to include in your submission ideas regarding the supportive legislation, codes and guidelines, education programmes, organizational structure and related costs/revenues.

The Task Force on Litter Abatement requests submissions either written or in a verbal form. Should you wish to discuss your thoughts with Task Force members, they will be attending public forums in all regions of the province starting in late June, 1988. The deadline for making appointments to deliver oral presentations is June 16, 1988.

Written submissions have to be received no later than July 29, 1988. Individuals are welcome to make both oral and written submissions.

Submissions and requests for appointments should be made to:

**The Minister's Task Force on Litter Abatement**
The Clean Nova Scotia Foundation
P.O. Box 2528, Stn. "M"
Halifax, Nova Scotia
B3J 3N5

Tel: (902)424-5245.

# Beverage Containers Act

## CHAPTER 55

STATUTES

of

NOVA SCOTIA 1975

## AND REGULATIONS

QUEEN'S PRINTER

Halifax, Nova Scotia

1976



1975 CHAPTER 55

An Act Respecting Control of Beverage Containers

(Assented to the 13th day of December, A.D. 1975)

Be it enacted by the Governor and Assembly as follows:

Short title

1 This Act may be cited as the Beverage Containers Act.

Interpretation

2 In this Act,

(a) "approved container" means a beverage container approved pursuant to Section 3;

(b) "beverage" means a liquid intended for human consumption by drinking but does not include a medicine or a drug or such other liquid as may be designated by the Governor in Council;

(c) "container" includes glass bottle, plastic bottle, can, carton or other vessel or receptacle;

(d) "Minister" means the Minister of the Environment;

(e) "refillable container" means an approved container for which a cash deposit is made to a retailer or for which a retailer is required by this Act or the regulations to pay a refund;

(f) "retailer" means a person who sells or offers beverages for sale in a container for consumption off the premises in which they are sold or offered for sale.

Approval of containers by Minister

3 (1) The Minister may approve a beverage container and may specify the manner in which it may be used.

Containers used prior to Act

(2) Containers in which beverages are offered for sale in the Province when this Act comes into force shall be deemed to be approved for the same use for the period of one year.

Prohibition respecting sale, use, etc., of containers

4 (1) No retailer shall sell, offer to sell, distribute, exhibit for sale or advertise for sale a beverage in a container unless the container has been approved pursuant to Section 3.

Idem

(2) No manufacturer, wholesaler or retailer shall use a container approved for any use other than the use specified pursuant to Section 3.

Certain agreements void

5 Every agreement entered into, whether express or implied, whereby a person agrees to sell, offer for sale, distribute, exhibit for sale or advertise for sale a beverage in a container that is not an approved container is void

Payment for refillable containers

6 Where a person brings to a retailer a refillable container of a kind and brand name sold by him, the retailer shall receive the refillable container and pay to that person either

(a) the full sum of any cash deposit made for the refillable container; or

(b) such other sum for the refillable container as may be required by the regulations,

whichever is greater.

Refusal to accept containers

7 Notwithstanding Section 6, a retailer may refuse to accept refillable containers which are broken, damaged or incapable of being adequately cleaned for re-use.

Posting of notice

8 A retailer shall post in a conspicuous place at or near the place in his premises where beverages are sold or exhibited for sale a notice printed in bold letters stating in effect that refillable containers may be brought to the retailer at the premises and that the retailer will pay to the person bringing refillable containers to him the sums required pursuant to Section 6.

Agreement to receive containers

9 There shall be deemed to be an agreement between a retailer and the wholesaler or manufacturer who supplies refillable containers to the retailer whereby



(a) the retailer shall receive refillable containers on behalf of the wholesaler or manufacturer; and

(b) the wholesaler or manufacturer shall pay the retailer the sums required to be paid to persons pursuant to Section 6 for refillable containers of the type used by the wholesaler or manufacturer or such other sums as may be agreed upon between the wholesaler or manufacturer and the retailer

Use of approved containers

10 Every wholesaler or manufacturer engaged in the business of producing beverages for sale in approved containers may use any approved container returned to him under this Act that is fit for the purpose for which it was originally approved

Regulations

11 (1) The Governor in Council may make regulations

(a) excluding liquids from the definition of "beverage" herein;

(b) prescribing the terms and conditions for approval of containers by the Minister;

(c) prescribing the procedure and forms to be used when applying for approval of containers;

(d) fixing the minimum sums to be paid for a refillable container brought to a retailer in areas of the Province designated by the regulations;

(e) setting out a maximum number of refillable containers that a person may deliver to a retailer within a specified period of time in areas of the Province designated by the regulations;

(f) respecting the advertising, merchandising and labelling of beverage containers so as to distinguish between which containers entitle the purchaser to a refund and which containers do not;

(g) respecting the advertising, merchandising and labelling of beverage containers so as to disclose the amount of the refundable cash deposit, and to define the proportions and location of retail display space to be used to retail beverages in refillable containers in areas of the Province designated by the regulations;

(h) respecting the shape, volume, fabrication, materials and labelling of beverage containers;

(i) prescribing the manner in which beverage containers shall be destroyed or otherwise handled;

(j) prescribing a notice to be used for the purpose of informing persons of any provision of this Act;

(k) exempting retailers or any class of retailers from the application of this Act or the regulations.

(2) The exercise by the Governor in Council of the authority contained in subsection (1) shall be regulations within the meaning of the Regulations Act.

Offence and fine

12 (1) Every person who violates any provision of this Act or the regulations is guilty of an offence punishable on summary conviction and is liable to a fine of not more than five hundred dollars.

Each day a separate offence

(2) Each day that a person commits an offence referred to in subsection (1) constitutes a separate offence.

Effective date

13 This Act comes into force on and not before such day as the Governor in Council orders and declares by proclamation.



N.S. Reg. 40/78

N.S. Reg. 40/78
Made: Feb. 21, 1978
Filed: Feb. 23, 1978
Proclamation

An Order of

His Honour

The Honourable C.L. Gosse, M.D.

Lieutenant Governor of Nova Scotia

The Governor in Council on the report and recommendation of the Minister of the Environment dated the 16th day of February, A.D., 1978, and pursuant to Section 13 of Chapter 55 of the Acts of 1975, the Beverage Containers Act, and Section 2(d) of Chapter 191, Revised Statutes of Nova Scotia, 1967, the Interpretation Act, is pleased to order and declare by proclamation that the said Chapter 55 of the Acts of 1975, come into force the 1st day of March, A.D., 1978.

Ref. No. O.I.C. 78-163

PROVINCE OF
NOVA SCOTIA

*C.L. Gosse* (signed)

ELIZABETH THE SECOND, BY THE Grace of God, of the United Kingdom, Canada and Her other Realms and Territories, Queen, Head of the Commonwealth, Defender of the Faith.

*Leonard L. Pace* (signed)
ATTORNEY GENERAL

TO ALL TO WHOM THESE PRESENTS SHALL COME, OR WHOM THE SAME MAY IN ANY WISE CONCERN,

GREETING:

A PROCLAMATION

WHEREAS in and by Section 13 of Chapter 55 of the Acts passed by the Legislature of Nova Scotia in the session thereof held in the year of Our Lord one thousand nine hundred and seventy-five and in the twenty fourth year of Her Majesty's reign entitled "An Act Respecting Control of Beverage Containers", it is enacted as follows:

13 This Act comes into force on and not before such day as the Governor in Council orders and declares by proclamation.

AND WHEREAS it is deemed expedient that the said Chapter 55 of the Acts of 1975, An Act Respecting Control of Beverage Containers, come into force on the 1st day of March, A.D., 1978;

N S Reg 40/78

NOW KNOW YE THAT WE, by and with the advice of Our Executive Council of Nova Scotia do by this Our Proclamation under and declare that Chapter 55 of the Acts of 1975, An Act Respecting Control of Beverage Containers, come into force on the 1st day of March, A D , 1978, of which all persons concerned are to take notice and govern themselves accordingly.

IN TESTIMONY WHEREOF We have caused these Our Letters to be made Patent and the Great Seal of Nova Scotia to be hereunto affixed.

WITNESS, Our Trusty and Well Beloved His Honour the Honourable Clarence L. Gosse, M.D., C.M., L.R.C.S. (C), Lieutenant Governor of Nova Scotia.

At Our Government House in Our City of Halifax this 21st day of February, in the year of Our Lord one thousand nine hundred and seventy eight and in the twenty seventh year of Our Reign.

BY COMMAND

*R.A. Johnson*
DEPUTY PROVINCIAL SECRETARY

N.S. Reg 41/78
Made Feb 21, 1978
Filed Feb 21, 1978
General Regulations

**Regulations**

**Made by the Governor in Council**

**Pursuant to**

**Section 11**

**the Beverage Containers Act**

1. A minimum cash deposit shall attach to refillable containers used for carbonated soft drink beverages. The minimum cash deposit shall be:

10 cents for containers of 1 litre or smaller volume;

20 cents for containers larger than 1 litre and less than 1.5 litres;

40 cents for containers of 1.5 litres.

2. Manufacturers, wholesalers and distributors of carbonated soft drink beverages may increase rates of cash deposits to levels higher than the prescribed minima, provided such higher levels of deposit are universally applicable in all areas of the Province of Nova Scotia.



N.S. Reg. 41/78

3. A retailer of carbonated soft drink beverages shall not be required to accept for refund of the cash deposit more than 24 undamaged refillable containers per person per day. A retailer shall not be required to accept containers for deposit refund from commercial dealers.

4. After December 1, 1978, no refillable container of carbonated soft drink beverages shall be sold in the Province of Nova Scotia unless it bears the inscription "Money Back Bottle" and "Bouteille Consignee".

5. After April 1, 1979, no refillable container of carbonated soft drink beverages shall be sold in the Province of Nova Scotia except in a size of 100 ml , 300 ml , 750 ml , 1 litre and 1.5 litres unless approved by the Minister in accordance with Regulation 11.

6. No metal container of carbonated soft drink beverages sold after April 1, 1979, in the Province of Nova Scotia shall have a detachable opening.

7. Any retailer of carbonated soft drink beverages sold in refillable containers shall prominently display the cash deposit level of the container in all advertising and merchandising where prices are shown.

8. Retailers of carbonated soft drink beverages shall not display such beverages in non refillable containers unless the same brand, flavour and size in refillable containers are given at least equal prominence and at least equal retail space within the same section of product display. Carbonated soft drink beverages in refillable containers must be displayed alone in any section of product display.

9. Regulation 8 shall come into effect December 1, 1978, except in those areas of the Province of Nova Scotia specifically exempted by Regulation, or in those other areas exempted by the Minister upon the application by a bottler, a distributor or a wholesaler. Application for exemption shall be made to the Minister on or before December 1, 1978.

10. Areas of the Province of Nova Scotia exempted under Regulation 9 are:

(1) Digby Neck

(2) Off shore Islands

(3) Cape Breton Island except for:

(a) Cape Breton County

(b) The communities of Port Hastings, Port Hawkesbury and Point Tupper.

11. Regulation 8 shall not apply to the sale of carbonated soft drink beverages

(a) through coin operated vending machines dispensing single containers;

(b) by retailers who vend carbonated soft drink beverages which for consumption on the premises on which they are sold;

(c) on ocean going vessels.

12. Notwithstanding Regulation 8, bottlers and retailers who sell their own brands of carbonated soft drink beverages that are packaged only in returnable containers may sell the same flavour and size in non-returnable containers in a different brand. In all other respects, Regulation 8 shall apply mutatis mutandis to such bottlers and retailers.

13. Manufacturers, wholesalers and distributors who wish to use containers of carbonated soft drink beverages of a material or size not in use in Nova Scotia at the date of proclamation of the Beverage Containers Act shall make written application to the Minister at least 90 days prior to the proposed date of use of the new container. The application shall be accompanied by a sample of the container in question and specify almost respecting fabrication, materials, volumes, labelling and expected service life.

14. Every retailer of carbonated soft drink beverages in refillable containers shall conspicuously display, at the premises at which such carbonated soft drink beverages are offered for sale, a notice provided by the Minister bearing the following:

"MONEY BACK BOTTLE"

Pursuant to the Nova Scotia Beverage Containers Act and Regulations:

A CASH REFUND OF FULL
DEPOSIT WILL BE PAID FOR
EACH REFILLABLE CONTAINER
OF A KIND, SIZE AND BRAND
SOLD HERE.

As provided by the Regulations, the retailer need not accept for deposit refund more than 24 undamaged containers per person per day. In no case shall the refund be less than the deposit charged by the retailer.

15. These regulations shall come into effect on the first day of March, 1978, except where otherwise provided herein.

Ref. No. O.I.C. 78 164

## APPENDIX D

## ADVERTISEMENT - TASK FORCE CALL FOR SUBMISSIONS

# Task Force on Litter Abatement

# CALL FOR SUBMISSIONS

The Nova Scotia Minister of the Environment's Task Force on Litter Abatement has been created to examine the ways and means of effective litter abatement (with particular reference to recycling and to convenience containers regardless of material) in order to achieve and maintain an aesthetically pleasing province for everyone's enjoyment.

The Task Force is requesting either written or verbal submissions from the public and interested groups. Public forums will be held in all regions of the province starting in late June.

Those persons wishing to make appointments to deliver oral presentations should contact the Task Force by **June 16, 1988**. The deadline for written submissions is **July 29, 1988**. Individuals and interested groups are welcome to make both oral and written submissions.

A **discussion/issue paper** is available to assist persons in preparing submissions and for general interest.

Submissions, and requests for appointments and copies of the discussion/issue paper, should be made to:

**The Minister's Task Force on Litter Abatement**
**The Clean Nova Scotia Foundation**
**P.O. Box 2528, Station "M"**
**Halifax, Nova Scotia**
**B3J 3N5**
**Tel: (902) 424-5245.**

## APPENDIX E

## ADVERTISEMENT - TASK FORCE SCHEDULE OF PUBLIC MEETINGS

# Task Force on Litter Abatement

# PUBLIC MEETINGS

The Nova Scotia Minister of the Environment's Task Force on Litter Abatement is examining the ways and means of effective litter abatement, with particular reference to convenience containers regardless of material and waste reduction through recycling.

**The general public is encouraged to attend open forums at the following locations:**

| | | | |
|---|---|---|---|
| July 12 | Tuesday | Dartmouth | Findlay Community Centre |
| July 13 | Wednesday | Truro | N.S. Teachers College |
| July 14 | Thursday | Amherst | Confederation Memorial Building |
| July 19 | Tuesday | Liverpool | Lions Community Centre |
| July 20 | Wednesday | Yarmouth | Rood Coony Harbour Inn |
| July 21 | Thursday | Middleton | Town Hall |
| July 25 | Monday | Sydney | Civic Centre, Council Chamber |
| July 26 | Tuesday | Port Hawkesbury | Provincial Building |
| July 27 | Wednesday | New Glasgow | Town Council Chamber |
| July 28 | Thursday | Halifax | Red Chamber, Province House |

The Task Force will be meeting in each location between 2 p.m. to 5 p.m. and 7 p.m. to 9 p.m.

Written submissions will be accepted up to July 29, 1988. A discussion/ issue paper is available for general interest. Requests for copies should be made to:

The Minister's Task Force on Litter Abatement
The Clean Nova Scotia Foundation
P.O. Box 2528, Station "M"
Halifax, Nova Scotia
B3J 3N6
Tel: (902) 424-5248

Note: The Middleton meeting was held at the Fire Hall and the Sydney meeting was held at the Ramada Manner Inn.

## APPENDIX F

## LIST OF ORAL AND WRITTEN SUBMISSIONS

**ORAL**

**Dartmouth, July 12, 1988**

Wayne Adams, Councillor, County of Halifax
Maureen Vine and Joanne Lamey, New Democratic Party
Lois Wiseman and Dr. Joe Morrison, Halifax County-Bedford District School Board
John Savage, Mayor, City of Dartmouth
Audrey Manzer, Chairman, Dartmouth Lakes Advisory Board
Brad O'Connell, President, Society of Nova Scotia/Prince Edward Island Bottle Dealers and Recyclers
Robin Rigby and Cindy Locke
Kathy Sutherland, Dartmouth Cleaner and Greener Committee

**Truro, July 13, 1988**

Bryan Howell, Sales Manager, Domglas Inc.
Frank Zwicker, Plant Manager, Big 8 Beverages Ltd.
Ian MacKenzie, Vice President Advertising, Sobeys Inc.
Shauna Cronkite, Truro Development Corporation
Lowell Langille
Lynn Curwin-Porteous
Reverend Rodney Stokoe
Pat McManus, Hub Recycling

**Amherst, July 14, 1988**

Jens Jenson, Director, Cumberland District Planning Commission
Alan Munroe, Councillor and Glen Boone, Development Officer, Municipality of the County of Cumberland
Barbara Jack, New Democratic Party
Peter Asimakos, Mainstreet Coordinator, Amherst

**Liverpool, July 19, 1988**

Ron Lane, Mayor, Town of Liverpool
Leon Robinson, Municipal Clerk, Municipality of the County of Queens
Margo Kleiker, New Democratic Party
Clyde Whynot, Liverpool Recycling

**Yarmouth, July 20, 1988**

Brian Noble, New Democratic Party
Jim Purdy, Tusket River Environmental Protection Association
Bob Goodwin, Coca Cola Distributor

**Middleton, July 21, 1988**

Roger Caron, Kingston Glass Busters
Gerd Burger, Joseph Fritz Enterprises Ltd.
Therina Bombrick
Betty Hankinson, Hankinson Enterprises Ltd.
Joseph Cogswell, Kings Recycling (presented by Keith Collins)
Jini Proulx, Annapolis Valley Field Naturalists
Keith Collins

**Sydney, July 25, 1988**

Jim O'Hanley, Chairman, Cape Breton County Board of Health
(also on behalf of the Municipality of the County of Cape Breton and the Cape Breton Joint Expenditure Board)
Lino Polegato, Instructor, University College of Cape Breton
Environmental Technology Class - Halia Sashko, Marge Peddle, Robert Chetwynd, Gordon Gillan, Ron Dunphy, Paul Newman, Asta Sodys, Kevin Kingsbury
Kirby Applin, Total Recycling
J. Wesley Stubbert, Councillor, County of Cape Breton
Earl Fraser
Bernard Trembley
Gerard McKinlay, McKinlay Beverages Ltd.

**Port Hawkesbury, July 26, 1988**

Michiomi Kabayami, Manager, PET Recycling, Twin Pak Inc.
Herb Lloyd, Manager, Professional Services, Stora Forests Industries Ltd.
Anne Hughes, Chairman, Port Hawkesbury Clean Committee/ Centennial Committee
Kirsten Mueller

**New Glasgow, July 27, 1988**

Lynn Smith, L.E. Smith and Associates
Gary Kennedy, Mount William Recycling
Bob Bennet, Executive Director, Summer Street Industries
Lonnie Ferguson, Pictou County Solid Waste Management System
Danny MacLeod, Councillor, Town of New Glasgow
Ted Scanlon, Pictou West Progressive Conservative Association
Roddie Smith
Ed McMaster, Councillor, Municipality of the County of Pictou
Gary Kousac, President, Inn Keepers Guild of Nova Scotia
Christopher MacFarlane
Hilda Long (presented by Faye Blenkhorne)
Bob Olson

**Halifax, July 28, 1988**

Lois Corbett, Ecology Action Centre
Brad O'Connell, Archie's Sackville Bottle Exchange
Keith Boutlier
Leslie Griffiths, Griffiths Muecke Associates
Ron Lavergne, Atlantic Provinces Soft Drink Association
Sandy Leim, Halifax Adult Services Centre
Don Conners, Leader, 2nd Halifax Scout Troop
David Jonah, President, Canadian Convertit Technology
Neema Kulkarni and Pradeep Chandra
Archie Fader, Archie's Recycling
John Thorpe, Executive Director, The Clean Nova Scotia Foundation

**WRITTEN**

Bruce Aikman, Middle River
William D. Ballou, Truro
Larry Baxter, Halifax
S. Belliveau, Dartmouth
Mrs. B. Calder, Lower Sackville
F.L. Canavan, R.R. #1 Mt. Uniacke
Albert Cosman, Sand Beach
Sandra Cotter, Dartmouth
Jane Cushing, Dartmouth
Joan Czapalay, Barrington Passage

Marie Doyle, Sydney
Deborah Gass, Amherst
B.Guild Gillespie, Halifax
William F. Hayes, Halifax
Lowell Langille, R.R. #3 Pugwash
Oliver Maass, Halifax
Pamela MacInnis, R.R. #1 Shubenacadie
Kathy MacIntosh, Sydney
D.B. Morrison, R.R. #2, Sydney
T.L. Pearson, Wolfville
Fred Robertson, Antigonish
Gordon A. Shewfelt, Dartmouth
Dr. H. Soehl, R.R. #2, Stewiacke
Reverend Rodney Stokoe, Truro
Phil Thompson, Halifax
Brian Van De Wiel, St. Andrews
Carmella Veres, R.R. #1, Gardiner Mines
Jack B.G. Waite, R.R. #1, Chester Basin
Heather Wheeliker, Louisbourg
Peter Zavitz, R.R. #3, Bridgetown

Big 8 Beverages Ltd.
Preston Andrews, garbage collection contractor, Digby
Quik-Pik Convenience Stores

The Association of Canadian Wine Representatives in Nova Scotia
Brewers Association of Canada, Maritime Division
The Canadian Federation of Independent Grocers
Canadian Potato Chip/Snack Food Association
Canadian Tobacco Manufacturers' Council
Nova Scotia Fluid Milk Processors Association
Nova Scotia Forestry Association
Spring Garden Road Business Improvement District Commission
Tourism Industry Association of Nova Scotia

Workshop Council of Nova Scotia
Born Again Recycling Co-op, Dalhousie University
School for Resource and Environmental Studies, Dalhousie University
Port Morien Wildlife Association
The Tusket River Environmental Protection Association

Nova Scotia School Boards Association
The Union of Nova Scotia Municipalities

City of Halifax
Town of Bridgetown
Town of Port Hawkesbury
Town of Windsor
Municipality of Chester
Municipality of the County of Queens
Municipality of the District of Guysborough
Cumberland District Planning Commission

Nova Scotia Department of Lands and Forests
Nova Scotia Department of Small Business Development
Nova Scotia Liquor Commission

## APPENDIX G

## GLOSSARY

**Baler:** A machine in which materials are compacted to reduce volume, usually into rectangular bundles.

**Blue Box:** a container used for separating recyclables from other garbage in a residential curbside collection program.

**Clinker:** a conglomerate or mass of different materials left as a residue following incineration, e.g. a mass of fused aluminum and glass.

**Commercial Waste:** Waste material which originates in wholesale, retail or service establishments such as stores, hotels, and similar non-industrial, non-residential sources.

**Composting:** A technique which utilizes natural processes to convert most organic materials to humus, suitable for application in a garden or in farming, by micro-organism activity.

**Curbside Collection:** A collection of recyclable materials from individual residential properties by truck at regular scheduled intervals.

**Degradable:** Waste material which is capable of being broken down into its basic elements either by bacteria (biodegradable) or by sunlight (photo-degradable).

**Deinking:** A process in which most of the ink, filler and other extraneous material is removed from printed waste paper. This produces pulp which can be used along with varying percentages of virgin material in the manufacture of new paper.

**Deposit - Refund:** An artificial value (specified by government regulation) placed on each beverage container. This is paid by the consumer and is redeemable to consumers when they return their used beverage containers to a retail store or a depot.

**Depot:** A stationary collection site for the delivery of recyclable materials by individuals. There are two distinct types of depots:

> Buy Back: A staffed, stationary point where people can deliver material for purchase by a recycling operator.
>
> Drop Off: A generally unstaffed, stationary point such as a street corner drop box or a storage box in an apartment building where people can leave materials for collection by a recycling operator.

**Dump:** an open land site where refuse is burned, left to decompose, rust or simply remain.

**Industrial Waste:** Those wastes generally discarded from industrial operations or derived from manufacturing processes.

**Institutional Waste:** Waste materials emanating from institutions such as hospitals and schools.

**Landfill:** a method of disposing refuse on land whereby the refuse is compacted and covered daily with soil. A sanitary landfill is designed and operated in an environmentally acceptable manner.

**Litter:** any intentionally or accidentally discarded manufactured or organic material not placed in a proper receptacle or disposed of in an approved manner.

**Litter Receptacle:** a container in which potential litter materials can be deposited.

**Marine Litter:** litter materials which originate from vessel sources.

**Municipal Waste:** Mainly residential wastes, with some commercial and institutional wastes

included. This is the waste stream that is commonly the direct responsibility of a municipality, and excludes industrial and other wastes that are handled privately by large companies.

**Non-refillable Containers:** one way throw-away containers (e.g. aluminum cans, one way bottles and P.E.T. containers) that cannot be refilled for re-use.

**Packaging Materials:** any of a variety of paper, cardboard, metal, wood, paperboard and plastic used in the manufacture of containers for food, household, and industrial products.

**P.E.T.:** Polyethylene terephthalate, a polyester plastic commonly used for carbonated soft drink containers and other products.

**Recyclable:** a waste material which can be used as a raw material in the production of another usable product.

**Recycling:** The activity of reprocessing waste or scrap into usable form; recirculating it into the business stream, either in its original form (e.g., reclaiming parts from junked cars) or in some other form (shredding newspapers for cellulose insulation) ; returning a material to the process by which it was formed (e.g., cullet-crushed glass into glass making). The term recycling is often applied to a whole sequence of collection, reclamation, intermediate processing, recycling or re-use of waste or scrap, and waste reduction measures (e.g., refillable bottles).

**Refillable Containers:** Refillable glass bottles are bottles that can be refilled with soft drinks and beer. Historically, refillable glass bottles in the beer and soft drinks industries bear a deposit-refund value, intended to induce consumer returns.

**Residential Waste:** Waste materials generated in houses and apartments. The materials include paper, cardboard, beverage containers, food containers, plastics, food wastes, glass, and garden/yard wastes.

**Returnable Containers:** Containers that can be returned to a retailer or other redemption point for refilling or recycling, usually for a cash value.

**Reverse tipping fees:** A specific amount of money paid to a recycler for either keeping recyclable materials out of a disposal site or removing them from a disposal site.

**Source Separation:** The setting aside and collection of recyclable waste materials at the point of generation.

**Tetrapak:** a patented container used commonly as a term to describe a multi-material beverage drinking box.

**Tipping fee:** A financial charge imposed for dumping a specific weight or volume of garbage at a transfer or disposal site.

**Transfer Station:** A place or facility where waste materials are taken from smaller collection vehicles and placed in larger transportation trucks for movement to disposal areas.

**Trippage Rate:** the number of times a refillable container is re-used.

Note: The above definitions are used for the purpose of this Task Force. Some of these have been taken from the following references:


Canada. "Impacts of Non-refillable Containery Recovery", prepared by Thorne Stevenson & Kellog for the Processing, Distribution and Retailing Program, Department of Regional Industrial Expansion, Ottawa, 1985.

Alcan Canada Products Ltd. "Analysis of the Potential Impacts of Integrating Aluminum Can Recovery with Municipally-Based Recycling in Ontario". Prepared by Resource Integration Systems Ltd., Toronto, 1982.

Keep America Beautiful, Inc. "Multi-Material Recycling System". Washington, 1988